

## Message Text

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42

ACTION EB-11

INFO OCT-01 EUR-25 EA-11 ISO-00 SS-20 SSO-00 NSCE-00

USIE-00 INRE-00 CIAE-00 DODE-00 PM-07 H-03 INR-10

L-03 NSAE-00 NSC-10 PA-04 RSC-01 PRS-01 SPC-03 IO-14

SCI-06 FEA-02 INT-08 TRSE-00 OMB-01 DRC-01 OIC-04

AID-20 CEA-02 COME-00 FRB-02 NEA-11 OPIC-12 CIEP-02

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FM AMEMBASSY OSLO

TO SECSTATE WASHDC IMMEDIATE 7671

INFO AMEMBASSY BONN

AMEMBASSY BRUSSELS

USMISSION EC BRUSSELS

AMEMBASSY COPENHAGEN

AMEMBASSY DUBLIN

AMEMBASSY THE HAGUE

AMEMBASSY LONDON

AMEMBASSY LUXEMBOURG

AMEMBASSY OTTAWA

AMEMBASSY PARIS

USMISSION OECD PARIS

AMEMBASSY ROME

AMEMBASSY STOCKHOLM

AMEMBASSY TOKYO

C O N F I D E N T I A L SECTION 1 OF 3 OSLO 0293

STATE ALSO FOR T/IEP

EO 11652: GDS

TAGS: ENRG PFOR NO

SUBJECT: ENERGY: NORWAY AND THE INTERNATIONAL ENERGY CONFERENCE

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REF: STATE 12410

BEGIN SUMMARY. SO FAR NORWAY HAS FOCUSED LARGELY ON THE POLITICAL ASPECTS OF CONVENING AN INTERNATIONAL CONFERENCE AND NOT ON THE SPECIFIC OBJECTIVES OF THE FEBRUARY 11 MEETING. MANY DIFFERENT FACTORS SHAPE THIS NORWEGIAN REACTION, INCLUDING THE RELATIVELY MILD EFFECT ON NORWAY OF THE CRISIS, ITS PREOCCUPATION WITH ITS RELATIONS WITH EUROPE IN THE AFTER-MATH OF ITS DECISION TO STAY OUT OF THE COMMON MARKET, ITS FIXATION ON CLOSING THE GAP BETWEEN RICH AND POOR NATIONS, AND CONCEPTION OF ITSELF AS A BRIDGEBUILDER BETWEEN CONSUMING AND PRODUCING LANDS. NORWAY IS ALSO SELF-CONSCIOUS ABOUT ITS NEW ROLE AS AN OIL PRODUCER, SENSITIVE TO THE DEPENDENCE OF ITS LARGE TANKER FLEET ON ARAB GOOD WILL, AND INCREASINGLY CONVINCED, AT LEAST IN THE LABOR PARTY, OF THE NEED FOR GREATER PUBLIC CONTROL OVER A PRODUCT AS SOCIALLY IMPORTANT AS OIL. THESE CONCERNS MAY RECEDE SOMEWHAT AS THE FOCUS SHIFTS TO THE ACTUAL WORK OF THE CONFERENCE, BUT THEY WILL AFFECT THE POSITIONS NORWAY ADOPTS AT THE CONFERENCE. THEY ALREADY HAVE MANIFESTED THEMSELVES IN NORWAY'S EMPHASIS ON REACHING A GLOBAL SOLUTION TO THE ENERGY PROBLEM AND WILL PROBABLY LEAD NORWAY TO SEEK TO MOVE AS FAST AS POSSIBLE TOWARD BROADENING PARTICIPATION IN THE CONFERENCE TO INCLUDE DEVELOPING AS WELL AS PRODUCING COUNTRIES. THOUGH NORWAY MAY BE AT TIMES AN IRRITATING ASSOCIATE INCLINED TO SIDE WITH THE PRODUCER RATHER THAN CONSUMER NATIONS, THERE ARE ADVANTAGES IN INVOLVING IT IN THE CONFERENCE. NORWEGIAN OIL AND GAS RESERVES ADD ANOTHER DIMENSION TO NORWAY'S STRATEGIC IMPORTANCE AND IT IS CLEARLY IN THE INTEREST OF THE U.S. AND WESTERN EUROPE TO ENCOURAGE NORWEGIAN COOPERATION WITH ITS ALLIES.

END SUMMARY

#### A. ATTITUDES TOWARD THE CONFERENCE

1. THE NORWEGIANS SEEM ANXIOUS FOR THE WASHINGTON CONFERENCE TO SUCCEED, AND WERE AMONG THE FIRST TO RESPOND FORMALLY TO THE PRESIDENT'S INVITATION. PRIME MINISTER BRATTELI MADE IT CLEAR WHEN HE RECEIVED THE PRESIDENT'S LETTER THAT HE WAS HIGHLY PLEASED AT THE US INITIATIVES TO BRING ORDER OUT OF THE PRESENT CHAOS. NONETHELESS, SOME MISGIVINGS ABOUT WHETHER WE ARE GOING ABOUT IT IN THE RIGHT WAY ARE REFLECTED IN BRATTELI'S ACCEPTANCE LETTER, WHICH STATES THAT NORWAY WOULD LIKE TO BE CONFIDENTIAL

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REPRESENTED AT THE WASHINGTON CONVERENCE "IF THE PRESENT INITIATIVE ELICITS THE SUPPORT OF THE PARTIES INVOLVED."

2. NORWEGIANS HAD INDICATED BEFOREHAND THAT THEY THOUGHT IT MIGHT BE EASIER AND LESS CONTROVERSIAL TO USE THE FRAMEWORK AND THE FACILITIES OF THE OECD FOR IMPLEMENTING OUR INITIATIVE. THEY ARE CONCERNED THAT THE FRENCH WILL NOT PLAY BALL, JUST BECAUSE THE PROPOSAL IS OURS. THEY MAY, IN ADDITION, FEAR

THAT: (A) US IDENTIFICATION WITH ISRAEL MAY MAKE THE ARAB OIL PRODUCERS RELUCTANT TO GO ALONG WITH PROPOSALS EMANATING FROM WASHINGTON, AND (B) THE INTERNATIONAL OIL COMPANIES, THE MAJORITY OF WHICH ARE AMERICAN, WILL EXERT MORE INFLUENCE THAN DESIRABLE OVER AN AMERICAN-SPONSORED CONFERENCE.

3. NORWEGIANS HAVE ALSO SHOWN CONTINUING FASCINATION WITH THE QUESTION OF WHY NORWAY WAS INVITED, AND SOME INITIAL DISCOMFORT AT BEING THE ONLY NORDIC INVITEE. DENMARK'S LATER INCLUSION HAS HELPED; BUT SENIOR OFFICIALS HAVE ASKED PRIVATELY WHETHER IT WOULD NOT MAKE SENSE TO BROADEN THE CONFERENCE TO INCLUDE OTHER OECD COUNTRIES--MEANING, PRIMARILY, SWEDEN--NOW THAT THE OTHER EC MEMBERS HAVE BEEN INVITED. ALL THESE CONSIDERATIONS SUGGEST THAT THE NORWEGIANS MAY WISH TO MOVE AS RAPIDLY AS POSSIBLE INTO A BROADER FRAMEWORK.

B. MAJOR OBJECTIVES AT THE  
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FM AMEMBASSY OSLO  
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INFO AMEMBASSY BONN  
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USMISSION EC BRUSSELS  
AMEMBASSY COPENHAGEN  
AMEMBASSY DUBLIN  
AMEMBASSY THE HAGUE  
AMEMBASSY LONDON  
AMEMBASSY LUXEMOURG  
AMEMBASSY OTTAWA  
AMEMBASSY PARIS  
USMISSION OECD PARIS  
AMEMBASSY ROME

AMEMBASSY STOCKHOLM  
AMEMBASSY TOKYO

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STATE ALSO FOR T/IEP

7. NORWAY AS BRIDGEBUILDER. NORWEGIANS ARE REFLECTING ON THE IMPLICATIONS OF THEIR NEW STATUS AS AN EXPORTER OF OIL AND GAS. THE FOREIGN MINISTER RECENTLY DECLARED THAT A MAJOR FUTURE TASK OF NORWEGIAN FOREIGN POLICY WILL BE TO  
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PROMOTE COOPERATION BETWEEN THE CONSUMING AND THE PRODUCING NATIONS, AND THE PRIME MINISTER REITERATED THIS THEME IN HIS LETTER TO THE PRESIDENT. WE DOUBT THAT THE NORWEGIANS THEMSELVES KNOW PRECISELY WHAT THIS MEANS (THROUGH THEIR LEADING OIL EXPERT, COMMERCE MINISTER JENS EVENSEN, HAS TOLD THE AMBASSADOR HE WOULD BE PREPARED TO TAKE LEAVE OF ABSENCE TO SERVE AS BRIDGEBUILDER IF THE POSSIBILITY PRESENTED ITSELF). WE ARE ALSO SKEPTICAL THAT THE NORWEGIANS POSSESS ALL THE PREREQUISITES OF A SUCCESSFUL MIDDLEMAN. NONETHELESS, THEIR CLEAR INTEREST IN PLAYING SUCH A ROLE SUGGESTS YET ANOTHER REASON FOR EITHER RELUCTANCE TO ASSOCIATE WITH A "CONSUMER ACTION PROGRAM" WHICH WOULD IDENTIFY THEM WITH ONE CAMP.

8. MONETARY AND TRADE READJUSTMENTS. NORWAY WILL ALSO HOPE THAT ARRANGEMENTS CAN BE WORKED OUT TO HANDLE THE TREMENDOUS INFLOW OF FUNDS INTO PRODUCER COUNTRIES AS A RESULT OF HIGHER OIL PRICES. AS AN EXPORTING COUNTRY -- EXPORTS ARE EQUIVALENT TO NEARLY 40 PERCENT OF GNP -- NORWAY WILL WISH TO AVOID TRADE DISLOCATIONS FROM THIS SHIFT. IT WILL ALSO WISH TO ENSURE THAT DEVELOPING COUNTRIES BENEFIT (OR ARE HARMED AS LITTLE AS POSSIBLE).

9. SHIPPING. ANOTHER SPECIFIC OBJECTIVE WILL BE THE PROTECTION OF NORWEGIAN SHIPPING INTERESTS, WHICH ARE THE CORNERSTONE OF THE NORWEGIAN ECONOMY, REQUIRES THE CONTINUING GOOD WILL OF PRODUCER NATIONS. THIS IS ONE FACTOR BEHIND NORWAY'S SCRUPULOUSLY NEUTRAL POSITION IN THE MIDDLE EAST CONFLICT AND ANOTHER REASON FOR PROBABLY NORWEGIAN RELUCTANCE TO BECOME OVERLY IDENTIFIED WITH THE "CONSUMERS."

10. CONTROL OVER INTERNATIONAL OIL COMPANIES. BRATTELI HAS BECOME MORE SPECIFIC IN RECENT WEEKS IN HIS EMPHASIS ON THE NEED FOR ASSERTING GREATER PUBLIC CONTROL OVER THE OIL INTERNATIONALS. IN A RECENT POLICY SPEECH, HE STATED THAT THE SUPPLY, REFINING, AND DISTRIBUTION SYSTEMS OF INTERNATIONAL COMPANIES MUST CONTINUE TO BE USED, BUT THAT ENERGY SUPPLY MUST BE BROUGHT UNDER POLITICAL CONTROL AND A COOPERATIVE

ARRANGEMENT BETWEEN STATES AND OIL COMPANIES FORMALLY ESTABLISHED. INTERSTATE PURCHASES WILL BECOME A PERMANENT FEATURE OF THE OIL SUPPLY SITUATION, BRATTELI SAID.  
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C. SPECIAL NORWEGIAN SENSITIVITIES AND SUGGESTIONS FOR DEALING WITH THEM

11. DEVELOPING COUNTRIES. AS INDICATED ABOVE, NORWAY WISHES TO AVOID THE IMPRESSION THAT THE FEBRUARY 11 MEETING IS A SYNDICATE OF RICH NATIONS AND HOPES TO INVOLVE CONSUMING NATIONS FROM DEVELOPING AREAS AT AN EARLY STAGE. AN EARLY INDICATION, PERHAPS BY THE PRESIDENTIAL EMISSARY, OF SPECIFIC PLANS FOR BRINGING THE DEVELOPING COUNTRIES INTO THE DISCUSSIONS WOULD BE HELPFUL FOR REMOVING NORWEGIAN CONCERNS ON THIS SCORE.

12. CONSUMER BLOC. NORWAY'S SENSITIVITY TO HAVING CONSUMER COUNTRIES APPEAR TO BE GANGING UP ON THE PRODUCERS WILL BE SHARED BY A NUMBER OF OTHER PARTICIPANTS. WE SHOULD CONTINUE TO POINT OUT THAT THIS IS NOT THE INTENT OF THE CONFERENCE. IN ADDITION, GREATER EMPHASIS MIGHT BE GIVEN TO THE THEME THAT THE PRODUCING NATIONS ARE, AFTER ALL, ALREADY COORDINATED, AND THAT A MINIMUM REQUIREMENT FOR RESTORING STABILITY IN THE ENERGY SITUATION IS FOR THE MAJOR CONSUMERS TO AGREE ON COMMON POLICIES THAT WILL PREVENT SUICIDAL COMPETITION AND A BREAKDOWN IN THE WORLD ECONOMY.

13. INCENTIVES TO INCREASE PRODUCTION. THE NORWEGIANS HAVE SHOWN GREAT MISGIVINGS ABOUT THE SUGGESTION IN THE SECRETARY'S PILGRIMS SOCIETY SPEECH THAT PRODUCERS SHOULD BE PROVIDED INCENTIVES TO INCREASE PETROLEUM SUPPLIES. IN HIS MEMORANDUM COMMENTING ON THE SECRETARY'S INITIATIVE, THE FOREIGN MINISTER STATED, "PETROLEUM RESOURCES CANNOT BE REPLACED, AND CARE SHOULD BE TAKEN NOT TO ENCOURAGE EXPLOITATION AT A FORCED PACE. THIS IS ALSO THE POLICY OF THE NORWEGIAN GOVERNMENT WITH REGARD TO THE EXPLOITATION OF PETROLEUM RESOURCES ON THE CONTINENTAL SHELF." IN A SPEECH LAST WEEK, PRIME MINISTER BRATTELI ALSO INDICATED SYMPATHY WITH THE RELUCTANCE OF THE ARABS TO PUMP THE OIL MORE QUICKLY, STATING THAT MIDDLE EASTERN LANDS ARE NOT INTERESTED IN DRAINING THEIR RESOURCES AT A PACE THAT WOULD EXHAUST THEM BY THE END OF THE CENTURY.  
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AMEMBASSY COPENHAGEN  
AMEMBASSY DUBLIN  
AMEMBASSY THE HAGUE  
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STATE ALSO FOR T/IEP

#### D. BACKGROUND INFORMATION

16. IMPACT OF THE ENERGY CRISIS ON NORWAY'S ECONOMY. HIGHER  
ENERGY PRICES ARE EXPECTED TO ADD 1 TO 2 PERCENT TO PRICES  
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IN NORWAY, ON TOP OF THE 7.5 PERCENT RATE OF INFLATION IN 1973. NO UNEMPLOYMENT OR REDUCTIONS IN PRODUCTION OR INVESTMENT ARE FORSEEN, PROVIDED THE PRESENT LEVEL OF OIL AND GAS SUPPLIES IS MAINTAINED AND ECONOMIC CONDITIONS DO NOT CHANGE IN EXPORT MARKETS. SHIP CHARTER RATES HAVE PLUMMETED, BUT THE BALANCE OF PAYMENTS LOSS AS A RESULT OF HIGHER OIL PRICES IS EXPECTED TO BE LARGELY OFFSET BY INCREASED EARNINGS ON EXPORTS OF NORWEGIAN OIL AND GAS AND BY ECONOMIES IN OIL AND GAS CONSUMPTION. IF SUPPLIES OF OIL AND GAS ARE REDUCES FURTHER AND NORWAY'S EXPORT MARKETS ARE AFFECTED, NORWAY SHOULD BE ABLE TO COMPENSATE IN LARGE PART BY SHIFTING THE RESOURCES AFFECTED TO DEVELOPMENT OF ITS OIL AND GAS RESERVES.

17. IMPACT ON NORWAY'S INTERNAL POLITICAL SITUATION AND INTERNATIONAL POSTURE. THERE HAS BEEN PREDICTABLE CRITICISM OF THE LABOR GOVERNMENT, PARTICULARLY BY THE CONSERVATIVES, FOR FAILURE TO MOVE MORE QUICKLY TO DEAL WITH THE ENERGY CRISIS AND MAKE NECESSARY BUDGETARY ADJUSTMENTS. ON THE OTHER HAND, GROWING CLAIMS THAT THERE IS NO REAL SHORTAGE HAVE BEEN FOLLOWED BY ASSERTIONS THAT RATIONING IS UNNECESSARY AND IS BEING IMPOSED BY THE GOVERNMENT FOR OTHER PURPOSES. IN POINT OF FACT, THE RELATIVELY LIGHT IMPACT OF THE ENERGY CRISIS THUS FAR MEANS THAT THE GOVERNMENT FACES NO SERIOUS DIFFICULTIES OVER POLICIES IT IS PURSUING. ANNUAL WAGE NEGOTIATIONS ARE SCHEDULED TO BEGIN IN THE NEAR FUTURE, AND THESE MAY PROVIDE THE FIRST REAL INDICATION OF HOW DISRUPTIVE THE ENERGY CRISIS MAY BE. INTERNATIONALLY, THE ENERGY CRISIS HAS GIVEN ADDED IMPETUS TO NORWAY'S TRADITIONAL POLICY OF NEUTRALITY IN THE MIDDLE EAST. THOUGH MANY NORWEGIANS ARE UNABASHEDLY PRO-ISRAELI, THEIR GOVERNMENT HAS LONG WALKED A TIGHT LINE, PARTLY BECAUSE OF ITS SHIPPING INTERESTS AND PARTLY BECAUSE OF A DESIRE TO BE ACCEPTABLE TO BOTH PARTIES IN A UNITED NATIONS PEACEKEEPING ROLE.

18. EFFORTS NORWAY HAS MAKE OR IS CONTEMPLATING TO DEAL WITH THE CRISIS. EXACT FIGURES ARE UNAVAILABLE, BUT THE SHORTFALL IN OIL SUPPLY AS COMPARED TO DEMAND IS SOMEWHERE BETWEEN 12 AND 20 PERCENT. NORWAY HAS CUT  
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BACK DELIVERIES OF LIGHT HEATING OIL TO HOUSEHOLDS AND INDUSTRY BY 25 PERCENT. A 20 PERCENT SAVING IN HEAVY OIL HAS BEEN MADE BY SWITCHING ALL POSSIBLE INDUSTRY TO ABUNDANT HYDROELECTRIC POWER (WHICH USUALLY SUPPLIES ABOUT 60 PERCENT OF NORWAY'S NEEDS) AND BY REDUCING DELIVERIES 10 PERCENT. AFTER BANNING DRIVING FOR A NUMBER OF WEEKENDS, FORMAL GASOLINE AND DIESEL OIL RATIONING WILL BEGIN ON JANUARY 25, FOR AN INITIAL PERIOD OF

SIX WEEKS. AN EXTENSION OF THIS PERIOD IS PROJECTED.  
THE BASIC RATION WILL BE 13.3 LITERS A WEEK PER CAR, AN  
ESTIMATED CUT OF NEARLY 45 PERCENT. THE GOVERNMENT SAYS  
ALL THESE MEASURES WILL BE FLEXIBLY APPLIED.

19. THE GOVERNMENT CITES SHORTAGES, THE NEED TO CONTROL  
CONSUMER DEMAND, AND THE NEED TO INTERPOSE ITSELF  
BETWEEN OIL COMPANIES AND CONSUMERS ON THE ONE HAND AND  
PRODUCERS ON THE OTHER IN JUSTIFYING GASOLINE RATIONING  
AND ITS CONTEMPLATED DIRECT PURCHASE OF OIL.

20. IN ADDITION, NORWAY HAS SPONSORED A MEASURE IN THE OECD  
DESIGNED TO EFFECT A 20 PERCENT SAVING IN BUNKERS' CON-  
SUMPTION BY SHIPS. IT IS ALSO UNDERSTOOD TO BE  
CONSIDERING THE DIRECT PURCHASE OF UP TO 20 PER-  
CENT OF NORWEGIAN OIL REQUIREMENTS AND IS TALKING  
OF A NORDIC CONSORTIUM WITH WHICH TO MAKE THIS PUR-  
CHASE.

21. THE ENERGY FACT SHEET WILL BE SENT IN A SEPARATE  
MESSAGE.

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## Message Attributes

**Automatic Decaptioning:** X  
**Capture Date:** 01 JAN 1994  
**Channel Indicators:** n/a  
**Current Classification:** UNCLASSIFIED  
**Concepts:** PETROLEUM, LESS DEVELOPED COUNTRIES, IMPORTS, FOREIGN MINISTERS MEETINGS  
**Control Number:** n/a  
**Copy:** SINGLE  
**Draft Date:** 21 JAN 1974  
**Decaption Date:** 01 JAN 1960  
**Decaption Note:**  
**Disposition Action:** RELEASED  
**Disposition Approved on Date:**  
**Disposition Authority:** golinofr  
**Disposition Case Number:** n/a  
**Disposition Comment:** 25 YEAR REVIEW  
**Disposition Date:** 28 MAY 2004  
**Disposition Event:**  
**Disposition History:** n/a  
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**Errors:** N/A  
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**Page Count:** 8  
**Previous Channel Indicators:**  
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**Previous Handling Restrictions:** n/a  
**Reference:** STATE 12410  
**Review Action:** RELEASED, APPROVED  
**Review Authority:** golinofr  
**Review Comment:** n/a  
**Review Content Flags:**  
**Review Date:** 01 APR 2002  
**Review Event:**  
**Review Exemptions:** n/a  
**Review History:** RELEASED <01 APR 2002 by kelleyw0>; APPROVED <29 MAY 2002 by golinofr>  
**Review Markings:**

Declassified/Released  
US Department of State  
EO Systematic Review  
30 JUN 2005

**Review Media Identifier:**  
**Review Referrals:** n/a  
**Review Release Date:** n/a  
**Review Release Event:** n/a  
**Review Transfer Date:**  
**Review Withdrawn Fields:** n/a  
**Secure:** OPEN  
**Status:** NATIVE  
**Subject:** ENERGY: NORWAY AND THE INTERNATIONAL ENERGY CONFERENCE CONFIDENTIAL  
**TAGS:** ENRG, PFOR, NO  
**To:** STATE  
**Type:** TE  
**Markings:** Declassified/Released US Department of State EO Systematic Review 30 JUN 2005